DOCUMENT RESUME

ED 029 246 AC 004 480

Coordination of Continuing Education and Community Services in Oregon.
Oregon State Educational Coordinating Council, Salem.
Pub Date 68
Note-20p.
EDRS Price MF-$0.25 HC-$1.10
Descriptors-•Adult Education, Community Colleges, •Community Services, Disadvantaged Groups, •Educational Coordination, Educational Finance, Geographic Regions, •Interagency Coordination, Private Colleges, •State Agencies, State Universities
Identifiers-•Oregon

This report suggests ways to better provision of adult education and community service programs in the state of Oregon, and to avoidance of conflict and duplication. The increasing involvement of private and community colleges and other agencies will make duplication likely and informal coordination difficult. There are areas in the state not being served and functions (such as programs for the disadvantaged) not being served: the scope of programs has been limited by the "self-supporting" policy. All educational agencies in the state should accept responsibility for providing adult education and community service programs: they should give particular emphasis to program for the disadvantaged: and they should be provided adequate staff and resources for multiservice programs in their community or region. Local coordinating councils should be created: types of programs should be divided among local educational agencies: state and federal aid should be available: and the State Educational Coordinating Council should coordinate and harmonize programs of state and private institutions and provide continuous review of needs and services. (eb)

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ECC: 62-68 (7)

OREGON
Educational
Coordinating
Council

COORDINATION OF CONTINUING EDUCATION AND COMMUNITY SERVICES IN OREGON

A Report by the Council's Committee on
Continuing Education and Community Services

T-C00 4480

October 1968

State of Oregon

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COORDINATION OF CONTINUING EDUCATION
AND
COMMUNITY SERVICES IN OREGON

A Report by the Council's Committee on
Continuing Education and Community Services

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STATE OF OREGON
OREGON STATE SENATE
SALEM 97310

October 7, 1968

Mr. Richard Rosenberg, Chairman
Educational Coordinating Council
647 Union Street NE
Salem, Oregon 97310

Dear Mr. Rosenberg:

It gives me pleasure to forward the report of the Council's Committee on Continuing Education and Community Services pertaining to "Coordination of Continuing Education and Community Service in Oregon."

The development of this report has been difficult. We say our conceptions of education have changed from that of a static effort at given periods of life to that of a continuous life-long process. In my judgment there still exists a problem because there is a difference between what we say and what we do.

While the recommendations in this report will not solve this problem, it is our hope that they will suggest a method of coordination that may assist Oregon toward its solution.

Sincerely,

Al Flegel

Senator Al Flegel
Chairman

AF:bw

PREFACE

This report, developed by the Council's Committee on Continuing Education and Community Services, has two objectives:

1. The suggestion of procedures that may lead to more adequate mechanisms whereby our educational agencies -- including many whose primary function is not education -- may serve the lifelong educational needs of our citizens.

2. The identification of procedures whereby potential conflict and/or unnecessary duplication of program may be averted.

The report has been reorganized by the Council's staff for final presentation and some explanatory material has been added to the introduction. However, there have been no substantive changes in the content of the report and the committee's recommendations remain unchanged.

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I. INTRODUCTION

Prior to World War II, most organized programs of continuing education and community services in Oregon were closely coordinated by the State Department of Higher Education through its Division of Continuing Education -- and its forerunners -- and the Cooperative Extension Service. There were, of course, exceptions to this coordinated effort such as educational programs offered by business, labor and industry to people related to their respective enterprises, and the adult education programs of the public schools.

At the present time, coordination within the State Department of Higher Education continues, but the rate of development of new programs and the rate at which new agencies and institutions become involved has greatly accelerated within the setting of an increasingly technical and urbanized society. Continuing education and community service programs are expanding at a rapid rate within community colleges, independent colleges and universities, private vocational schools, and a variety of State and community agencies that have found education a necessary part of their activity. As a result, at a time when coordination of these services is most crucial, it has become largely informal.

John Gardner, Secretary of Health, Education and Welfare, describes these new conceptions of continuing education and community services very aptly:

> The successful transition of young people from school to job will become easier to accomplish as the artificial wall between the schools and the outer world breaks down. Fortunately the wall has been crumbling for some time, and is certain to disintegrate further. The vast development of industrial, military, and other educational programs outside the formal system is striking evidence of that fact. . . . Also disintegrating

> is the notion that education is something that goes forward with no interruption until it is capped by some sort of graduation ceremony, whereupon it ends forever. We are coming to recognize that education must be lifelong, that it may be interrupted at many points, and that it may take place in many settings.[1]

Grant Venn, Associate Commissioner of Education, points out that it is not easy for education to gear up to these new concepts.

> But the educational system is not well geared to this broader idea of continuous learning. It emphasizes the concept of full-time education, over a set period of time, with a prescribed program of courses, ending at a set termination date. It is based on the outdated concept that most people can be educated during the period of youth. By contrast, a good vocational or technical education program will have as many (or more) students doing extension work as are doing preparatory work; this goal has already been achieved in many of the existing programs. Those doing extension work are not necessarily day or degree-credit students, nor is their entry marked by prerequisites other than ability to profit from the instruction, nor is the course length necessarily divided into the traditional quarters or semesters -- and this flexibility is an important element to their effectiveness.
>
> As more and more occupational education finds its way into higher education, will higher education respond to the need for a vigorous extension program as part of its effort, a program with the flexibility to meet the needs of the people the program must serve? New concepts, attitudes, and patterns of operation will be necessary.[2]

Extensive and Rapid Change in Oregon

Oregon, like most states, is undergoing tremendous change, and the pace at which change occurs is likely to increase during the last one-third of the Twentieth Century. These changes result from the rapid

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[1] John Gardner, "From High School to Job." 1960 Annual Report of the Carnegie Corporation (New York: The Corporation, 1961), p. 19.

[2] Grant Venn, Man, Education, and Work. American Council on Education, Washington, D.C.: 1964, p. 151.

accumulation of information, technological developments, population growth and redistribution, and a multiplicity of social factors. Each of these changes will result in pressures to which the educational institutions and agencies must respond.

Rapid accumulation of information will require individuals to specialize, but this specialization may become obsolete very rapidly. Thus, most individuals face the probability that their specialities will become obsolete during their lifetime unless they continuously engage in learning, training, and/or retraining.

With the rapid accumulation of information has come an increase in technological developments. These developments exert a major influence on the vocational life of the individual. He must learn to update skills if he is to remain a productive member of society. Technological innovations will also expand periods of leisure, thus creating new demands on the part of the individual as well as providing him with additional opportunities to engage in the learning process.

The rapid accumulation of information, technological developments, expanded leisure time, and more years of "active" retirement culminate in massive social change. Social relationships, patterns of behavior, economic shifts, and philosophical conceptions are all parts of the complex social change of today. Educational programs must assist the individual in dealing with this social change.

Population growth, the changing composition of the population, and relocation of the population within the State create a need for different kinds and new locations of educational programs.

New Agencies and Institutions Involved -- Create Need for Coordination

The expanding base of knowledge, the changing technology, and the movement of more and more occupational education into the area of higher education has also broadened conceptions as to the kinds of institutions and agencies that are and must be involved if the needs of the people are to be met.

In the past, the State Department of Higher Education provided the greatest aggregate of continuing education and community service programs. However, with the ever increasing involvement of the independent colleges and universities, the community colleges, and a variety of other institutions and agencies in these programs, it is apparent that some unnecessary duplication of effort is likely to occur. Unnecessary duplication can occur where a number of institutions serve a specific geographical area. Also, the desire of the independent colleges and universities to extend their continuing education and community service efforts, and the creation of a number of new community colleges with their strong community orientation are certain to increase the possibility that unnecessary duplication of effort will occur.

With the rapidly increasing demands for continuing education and community service programs, it is imperative that unnecessary duplication be avoided if the State is to maximize the effectiveness of existing resources.

With the multiplicity of educational institutions and agencies involved in the continuing education and community services effort as well as the increased demand for these services, informal coordination will become more difficult to achieve. The magnitude of the continuing education and community service task has become so great and the resources available to accomplish the task so limited, coordination of effort is demanded if

the State is to make maximum use of these resources.

Areas Not Being Served

Continuing education and community service programs are primarily concentrated in the Willamette Valley and in the Portland Metropolitan Area. Many people living in the vast geographic regions of Eastern Oregon, much of Southern Oregon, and the major portion of the Oregon Coastal Region have extremely limited programs available to them.

Functions Not Being Served

Educational institutions and agencies must place a greater emphasis on interaction with the community or region they serve. Multiservice programs designed to truly extend the campus to assist the community or region in the solution of basic educational, economic, political, and social problems as well as programs to encourage cultural growth must be expanded. The underskilled, undereducated, and underemployed are not being reached by the majority of the continuing education and community service programs presently being offered, a problem caused in part by the "self-supporting" concept attached to continuing education and community service programs and in part by the concept that educational agencies and institutions should respond to demands for services rather than making a positive effort to determine needs and interests of these individuals.

Evaluation of Resources

The educational complex, through a variety of educational agencies and institutions, has the potential to extend continuing education and

community service programs into virtually every part of the State. However, financial resources available to these agencies and institutions have forced them to limit the scope of their offerings in the past. The concept that these programs must be largely "self-supporting" has limited the resources available to provide the kinds of programs needed by a number of individuals and communities.

II. DEFINITIONS OF CONTINUING EDUCATION AND COMMUNITY SERVICES

To define separately the terms "continuing education" and "community services" requires a somewhat arbitrary division which is difficult to make. For the purposes of beginning to clarify these concepts, the terms are separated and defined below and a description of the kinds of people served is provided.

Continuing Education

Continuing education is an integral part of the mission of the State's educational institutions and agencies, public and independent. Continuing education programs may be offered any time of the day or night, in any location, given for credit or non-credit, and could be administered in a variety of ways. It is designed for the non-matriculated student and is not generally considered to be a part of the regular curricular offering of the institution but is a service extended by the institution to meet the specific needs of individuals and the community.

Among the types of people served by continuing education programs are:

-- the unskilled seeking job training

-- the skilled and semi-skilled seeking retraining and/or upgrading of present skills

-- the professional seeking new ideas and/or training in the latest techniques in his field

-- the high school or college dropout

-- the disadvantaged

-- the part-time degree bound student

-- a variety of persons seeking special interest or avocational courses.

Community Services

Community services should also be considered an integral part of the mission of the State's educational institutions and agencies, public and private. Community service embraces those activities and programs which directly contribute to the cultural growth of the community; which meet specific individual and community interests and needs; and which assist in the solution of community problems.

Among the types of people served by community service programs are:

-- citizens active in State and local community services

-- State and local government officials

-- leaders and officials in agencies dedicated to the improvement of community affairs

-- engineers and planners seeking solutions to the environmental problems of the community

-- the general public seeking cultural, community and/or individual interest programs and events.

III. RECOMMENDATIONS

General Recommendations

Within the entire range of educational needs, the following general recommendations are made:

1. All educational agencies and institutions in the State should accept continuing education and community service functions as an integral part of their educational mission. Each should build these programs within the capacity and role of the agency or institution and in response to the recognized and unrecognized needs of the individuals and communities they serve.

2. All educational agencies and institutions should give particular emphasis to programs to meet the needs of those who are underskilled, undereducated, and underemployed, so long as these programs fall within the capacity and role of the agencies or institutions.

3. Oregon's educational institutions should be provided adequate staff and resources to make available to the community or region they serve multiservice programs to assist the community or region in the solution of basic educational, economic, political, and social problems as well as to encourage cultural growth.

Guidelines for Continuing Education and Community Service Functions

The following guidelines for continuing education and community services are recommended to the various educational agencies and institutions. These guidelines should be considered targets of emphasis. They are:

1. Local coordinating committees should be established in each of the following areas -- areas coincidental to area education district boundaries -- to facilitate the coordination of continuing education and community services effort in these districts:

   a. Blue Mountain
   b. Central Oregon
   c. Clatsop
   d. Lane
   e. Linn-Benton
   f. Southwestern Oregon
   g. Treasure Valley
   h. Umpqua

In addition, local coordinating committees should be established in the following areas:

   a. Clackamas, Mt. Hood and Portland Area Education Districts combined
   b. Marion, Polk and Yamhill Counties combined
   c. Jackson and Josephine Counties combined.

Membership on these local committees should be determined by the local educational agencies and institutions involved in the local continuing education and community services effort.

2. Recommended functions to be performed by the local coordinating committee are as follows:

a. Search out and define unmet continuing education and community service needs within each area.

b. Develop long-range plans to provide programs and services necessary to meet identified area needs.

c. Encourage cooperative program efforts among the various educational agencies and institutions.

d. Encourage the sharing of resources by local educational agencies and institutions attempting to meet continuing education and community service needs.

e. Develop area catalogs that list all continuing education and community services programs in the area.

f. Coordinate program efforts to resolve conflicts concerning the allocation of function among educational institutions and agencies within the local area.

3. A suggested guide for use by the local coordinating committes for the allocation of function in their areas is as follows:

a. Public secondary schools should have the primary responsibility for offering adult basic education courses within their districts in areas not served by area education districts and by community colleges within area education districts.

b. Post-high school institutions -- community colleges and the State Department of Higher Education (its institutions, the Division of Continuing Education and the Cooperative Extension

service) -- should limit their course offerings to those of post-high school level.

c. Community colleges should have the primary responsibility for offering lower division credit courses -- lower division collegiate, vocational-technical, and supportive education -- within their respective area education districts.

The State Department of Higher Education (its institutions, the Division of Continuing Education, and the Cooperative Extension Service) should have the primary responsibility for offering lower division collegiate courses, ~~lower division vocational-technical,~~ and supportive education courses in areas not being served by area education districts, and except that lower division vocational-technical courses may be offered by area schools.

d. The State Department of Higher Education (its institutions, the Division of Continuing Education, and the Cooperative Extension Service) should provide all upper division courses offered by State institutions.

e. All institutions of higher education should implement a policy aimed at effective counseling for continuing education students to assist them in achieving their planned program objectives.

f. Independent colleges and universities should become involved in continuing education and community service programs in a manner consistent with the function of their institutions.

Financing Continuing Education and Community Service Programs

The following recommendations for financing continuing education and community services in the State should be considered:

1. The State should recognize the legitimacy of the continuing education and community service functions performed by educational institutions and agencies within the State by assisting in financing such functions.

2. When Federal funds are available for continuing education and community service programs, the State should attempt to maximize their effectiveness by providing the required matching funds.

3. Continuing education and community service programs should be supported by a combination of State, local, Federal and/or student fees.

4. It is in the interest of the State that credit and non-credit course offerings in public schools, community colleges, and State Department of Higher Education institutions should not necessarily be self-supporting. The course objectives and the clientele should determine the level of self-support.

Statewide Coordination

The following guidelines for coordination of continuing education and community services are recommended to the appropriate educational institutions and agencies:

1. The Educational Coordinating Council should continue to function as the representative statewide agency for the coordination of continuing education and community services.

2. The Educational Coordinating Council, with the assistance of the local coordinating committees and the Council's Committee on Continuing Education and Community Services, should engage in continuous review of continuing education and community service needs of the State to determine if these needs are being met. If they are not, the Council should make appropriate recommendations to the local coordinating committees, governing boards, the Governor's office, and the Legislature.

3. Independent colleges and universities should attempt to work with the local coordinating committees and the Educational Coordinating Council to harmonize their continuing education and community service programs with those offered by the various State institutions.

IV. IMPLEMENTATION AND EVALUATION

Method of Implementing Recommendations

To implement the foregoing recommendations, the following procedures should be effected:

1. The Educational Coordinating Council should urge the early establishment of a local continuing education and community services committee in each area previously noted, to implement the recommendations contained in this report.

2. Recommendations concerning continuing education and community services should be made by the Educational Coordinating Council -- in cooperation with local coordinating committees -- to appropriate governing boards, the Governor's office, and the Legislature.

3. The Educational Coordinating Council should study continuing education and community service programs in the State, should review recommendations made in the State's operational master plan, "Goals, Guidelines and Recommendations for Education in Oregon -- Phase I," and based on the review, make appropriate recommendations each biennium.

Evaluation

The continuing education and community service effort of the State should be continuously evaluated. This evaluation should be accomplished as follows:

1. Educational institutions, agencies, and local coordinating committees should annually evaluate their continuing education and community service programs. The results of these evaluations should be forwarded to the appropriate governing boards and to the Educational Coordinating Council.

2. It is recommended that the Legislature arrange for a biennial statewide evaluation of the entire continuing education and community service effort, to be conducted in a manner and by the agency or organization deemed most appropriate by the Legislature.

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